

Legislative Research Department

September 10, 1975

M I N U T E S

LEGISLATIVE EDUCATIONAL PLANNING COMMITTEE

(1202 Commission)

August 18, Chanute, Kansas

August 19, Room 510, State House

Members Present

Senator Joseph Harder, Chairman  
Representative Jim Maag, Vice-Chairman  
Senator Billy McCray  
Senator Jan Meyers  
Senator Jack Steineger (August 19)  
Representative John Bower  
Representative John Carlin  
Representative Don Crumbaker  
Representative Pete Loux  
Representative Roger Robertson

Staff Present

Dr. James W. Drury, Legislative Research Department  
Carolyn Rampey, Legislative Research Department  
Ben Barrett, Legislative Research Department  
Avis Badke, Revisor of Statutes Office

Conferees - August 18

Representative Richard Harper  
Representative David Miller  
Representative Fred Weaver  
Dr. James J. Altendorf, President, Labette Community Junior  
College  
Dr. Charles Barnes, President, Dodge City Community Junior College;  
Chairman of the Board, The Kansas Association of Community  
Colleges  
Neil Edds, President, Independence Community Junior College  
M. Leon Foster, President, Fort Scott Community Junior College

Conferees - August 18

Dr. Russell H. Graham, President, Coffeyville Community Junior College  
Dr. J. C. Sanders, President, Neosho County Community Junior College  
Dr. Bill Spencer, President, Allen County Community Junior College  
Gerald Barkley, Superintendent, USD 404 (Riverton)  
Hugh A. Cowan, Superintendent, USD 445 (Coffeyville)  
Marge Geltman, Member, Labette Community Junior College Board of Trustees  
Dr. Richard Goode, President, Neosho County Community Junior College Board of Trustees; President, Trustees Association of the Kansas Association of Community Colleges  
John Hughes, Superintendent, USD 508 (Baxter Springs)  
Richard McWhorter, Director, Southeast Kansas Area Vocational Technical School (Coffeyville)  
Margaret Raines, Kansas Higher Education Association  
Bill Shaw, Member, Independence Community Junior College Board of Trustees  
Maurice Weinberg, President, Coffeyville Community Junior College Board of Trustees  
Glenn Williams, Kansas Higher Education Association

Conferee - August 19

Dr. John Henderson, President, Washburn University

August 18, 1975

Auditorium of the Business and Fine Arts Building,  
Neosho County Community Junior College, Chanute, Kansas

The meeting was called to order by Senator Harder, Chairman. He explained the Committee was meeting in Chanute in order to get input from persons in Southeast Kansas concerning a proposed merger of the six community colleges and the area vocational technical school in that part of the state.

Representative Richard Harper (Fort Scott) told Committee members it is important that students be able to attend school without leaving home. He explained that the average income in Southeast Kansas is lower than for the rest of the state and that many students work in small family-owned businesses and farms. It is important for them to be able to attend schools that are nearby.

Representative Harper said he had contacted people who told him they prefer two educational regions instead of one. Some persons contacted liked the idea of a third state board for community colleges.

Representative David Miller (Parsons), after noting that no members of the Committee were from Southeast Kansas, said he objects to the attitude of the press and some urban legislators who characterize community colleges as "chamber of commerce" schools. He told the Committee community colleges have a long history and have been largely self-supporting. He pointed out that in other areas of concern to state policy-makers such as penal reform and mental health, the trend is to emphasize community-based facilities rather than state institutions. Why then, he asked, is the Committee moving in the opposite direction regarding education?

Representative Miller suggested that the Committee take no action on the proposal until a delegation of legislators from Southeast Kansas submits recommendations. He also said any proposal should pertain to the entire state, not just one part.

He said the Southeast Kansas legislators had not yet met to consider a proposal, but it is his suggestions that a county without a community college (like Cherokee) merge with a county that has a college (like Labette). An extension campus could then be established in the county without a college. Such a merger would be decided by popular vote.

Representative Miller told the Committee he believes, given the present revenue surplus, another \$10 to \$15 million could be put into community colleges.

In response to a question, he said he opposes the idea of community colleges going under the Board of Regents since he wants to keep local control. He also believes it is to the advantage of Regents institutions to curtail the activity of the community colleges.

Representative Fred Weaver endorsed Representative Miller's remarks, although he said the legislators from Southeast Kansas had tried to meet but had run into trouble regarding compensation.

He told the Committee Southeast Kansas has been studied to death, even though the community college problems there are no different from those anywhere else.

Representative Weaver said his concerns are in three areas:

1. Secondary Vocational Education. He said this year Cherokee County has begun a bus route to bring high school juniors and seniors to vocational school at Columbus (an extension of the Southeast Kansas AVTS in Coffeyville). He said any proposal must clearly provide for the vocational education needs of secondary students.

2. Duplication of Programs. While Representative Weaver acknowledged some duplication may be unnecessary, he said he believes the Committee should look at all segments of postsecondary education, particularly the Regents institutions.

3. Region-wide Tax Levy. Representative Weaver told the Committee Cherokee County, which does not have a community college, would not want to levy taxes (other than for out-district tuition) in support of an institution in another county. He said students in Cherokee County are as apt to go to nearby schools in Oklahoma or Missouri as they are to drive to the community college in Labette County. For this reason, he told the Committee he did not think a merger between Labette and Cherokee counties is feasible, particularly if it adds to Cherokee County's property tax burden. He said if increased revenue is necessary for education he prefers a statewide sales tax rather than additional property taxes.

In response to a question, Representative Weaver said he sees a need for regional planning for postsecondary education. But, he added, there is a time when plans must give way to action.

John Hughes, Superintendent of Schools at Baxter Springs (USD 508), expressed concern about property taxes and said he would rather see the state support community colleges rather than see property taxes raised. At the very least he hoped people affected would have the opportunity to vote on a property tax increase.

He told the Committee most students in Cherokee County go out of state to school. (Baxter Springs is 15 miles from Joplin, Missouri, and Miami, Oklahoma.) He said it does not seem fair to propose that Cherokee County pay a region-wide mill levy if its students go out of state.

Gerald Barkley, Superintendent of Schools at Riverton (USD 404), said he does not believe a region-wide mill levy for Cherokee County can be justified since about 40% of its students go to either Missouri or Oklahoma, even though they must pay considerably more money to do so. (He said students pay \$700 more a year to go to school in Joplin.)

He told the Committee the percentage of high school students from the Southeastern part of the state who continue their education is slightly lower than for the state as a whole. About 50% of them go to Pittsburg Kansas State College (about 30 miles away). The number who go to Pittsburg for academic offerings is somewhat higher than the number who go there for vocational offerings.

Hugh A. Cowan, Superintendent at Coffeyville (USD 445) told the Committee secondary students must be considered in any proposal. He said 40% of the students at the Southeast Kansas AVTS (Coffeyville) are secondary.

He said he sees a need for study and possible revision of postsecondary programs, but pointed out that schools themselves attempt to coordinate programs and avoid duplication. He said any Committee proposal should consider the entire state, not just the Southeastern part.

Dr. Charles Barnes, President, Dodge City Community Junior College, endorsed the proposal of the Kansas Association of Community Colleges, which called for the creation of between 20-22 postsecondary regions and the creation of a third state board for postsecondary education. He said that proposal has the advantages of being comprehensive, not piecemeal, and of preserving the sense of community so important to the community college concept.

He told the Committee its priority should be to develop the most rational system for postsecondary education, not the cheapest.

In answer to a question by a Committee member, Dr. Barnes said it might be wiser to have the first local boards elected instead of appointed by the Governor and the 1202 Commission, as has been suggested in the Community College Association's proposal and the Committee's proposal, respectively. In any event, he didn't think an appointed local board should consider closing facilities, but should wait until an elected board took over.

He said he thinks regionalization provides the opportunity to better plan for the delivery of educational services, although he thinks the proposed 14-county region for Southeast Kansas is too large. He said spreading a uniform tax levy over a region would be politically feasible only if the levy is low -- say, .5 mills.

Richard McWhorter, Director, Southeast Kansas AVTS (Coffeyville), expressed concern for secondary vocational education students. He said the role of the AVT schools has been to bridge the gap between secondary and postsecondary vocational education and that the Committee's proposal tended to isolate secondary students. He also feared, under the Committee's proposal, vocational education would take second place to academic programs.

He told the Committee it is his hope that, under any proposal, funds for vocational education be specifically designated and not diffused.

When asked to describe the Southeast Kansas AVTS, Mr. McWhorter said it is a Type II school with an area board of control made up of six USD's and three CJC's. He said the school offers 23 programs in four locations (Coffeyville AVTS, Coffeyville CJC, Columbus, and Fort Scott). He explained there is no more expansion money with which to offer programs in other parts of the Southeastern region. He told the Committee he sees no

unnecessary duplication or competition between his school and Pittsburg, Kansas State College because the college program is oriented toward postsecondary education while the AVTS is directed toward both secondary and postsecondary education. Despite the fact that secondary students attend the AVTS, Mr. McWhorter said adults are not reluctant to enroll since the programs are not offered in a high school setting.

When asked if contracts between the AVTS and USD's and CJC's are satisfactory, Mr. McWhorter said they are, probably because of the participation of several USD's and CJC's on the Area Board. He cited this cooperation as proof that various institutions in Southeast Kansas can work together. He told the Committee two USD's (Coffeyville and Columbus) turn over to the AVTS proceeds from their 2 mill vocational education levy, plus transfers from their general fund. The other USD's and the CJC's contract on a per student basis.

When asked about turnaways, Mr. McWhorter said students are presently being turned away in four programs (welding, machine shop, farm management and auto mechanics) because there is a lack of equipment or classroom space. There is also sometimes a problem finding qualified instructors for programs.

Mr. McWhorter said students can get college credit for vocational courses by enrolling at a community college and receiving college credit for a course taken at the AVTS. When asked if the state was paying twice for such students (paying state aid to both the college and to the AVTS for a student enrolled in one course), Mr. McWhorter said he was not sure, but thought it possible.

Margaret Raines, Kansas Higher Education Association, told the Committee the problems of the entire state, not just Southeast Kansas, need to be looked at. She told the Committee she is a strong supporter of local control.

She said she believes the opportunity for better planning is justification for regionalization. She suggested the Committee consider a plan whereby teachers travel from one location to the other. Such an arrangement already exists between Fort Scott CJC and Neosho CJC with regard to a nursing education program.

Glenn Williams, Kansas Higher Education Association, said the Committee's proposal needed clarification and he asked the members to respond to the following questions:

1. Will there be a reduction of faculty?
2. If so, how and when will it occur?
3. What will happen to present collective negotiation agreements?

4. Will there be an attempt made to place laid-off faculty at other colleges?
5. When will regionalization occur?
6. Will facilities be closed?
7. What is the ultimate intent of the Commission?
8. What can faculty members do to assist the Commission?
9. Constitutionally, can regionalization occur in only part of the State?
10. Where will the regional administrative center be?
11. Why are there no professional educators or local legislators in the 1202 Commission?
12. Does the Commission intend to take away local control?
13. Will there be any local input into the interim regional board?
14. What will be the level of state funding?
15. What communication has there been between Commission and community college faculties?
16. What evidence is there that the proposal will save money?

Senator Harder responded to a number of Mr. Williams' questions. He explained the 1202 Commission is composed of legislators and not professional educators in order to involve those persons who make state policy in the planning effort. He said geographical representation on the Commission was of secondary importance, giving way to the more important criteria of representation of various segments of postsecondary education as well as an attempt to involve the legislative leadership.

He said many of Mr. Williams' concerns, such as the closing of facilities, the elimination of programs, and the laying-off of faculty, would be determined by the local board. He said the Commission had no plans to close facilities and that the greatest reduction on personnel would be at the administrative level.

He said it was not possible to say what state aid would be since that aspect of the proposal had not been worked out, but he thought it was possible that funding might be increased as an incentive to regionalize.

Representative Loux told Mr. Williams the intent of the proposal was not to provide jobs for faculty but to serve students. He said it is possible that more jobs could be created if, for example, the Commission determined that vocational offerings needed to be expanded.

Bill Shaw, a member of the Independence Community Junior College Board of Trustees, asked the Commission to define the role of the community colleges.

Representative Maag said he believes the accreditation process has given community colleges a clearer idea of their role.

Representative Loux said his concept of the community college is threefold. First, they should offer vocational education programs. In his opinion, more emphasis needs to be placed on such offerings. Secondly, community colleges should offer academic programs and serve as an entry point into four-year institutions. Finally, community colleges should offer continuing education to meet community needs such as retraining people who change jobs.

Representative Robertson said he thinks the role of the Community colleges needs to be more clearly defined by statute. He suggested that conferees put pressure on their local legislators in order to get a statutory definition of the community college role.

Mr. Shaw told the Committee the role of the community college is expanding to include a wide variety of community service programs. He said head-count enrollments are high, indicating that a large number of persons who are not full-time students participate in community college programs. He also said the average age of students in community colleges is up from 19 to 29.

Dr. Richard Goode, President of the Neosho County Community Junior College Board of Trustees, told the Committee he supports the proposal made by the Kansas Association of Community Colleges.

Maurice Weinberg, President of the Coffeyville Community Junior College Board of Trustees, said pre-enrollment for the fall semester at Coffeyville CJC is already more than the enrollment for the 1974 fall semester. He said the enrollment included a sizable number of minority students.

He told the Committee Montgomery County has never had problems associated with having two community colleges. He said voters had never turned down a bond issue.



Leon Foster, President of the Fort Scott Community Junior College, expressed concern about present mill levy limits. He said the level of property tax support has remained almost the same since 1968 even though costs are rising. He wondered if the present mill levy is adequate to support new programs.

Mr. Foster told the Committee Allen County Community Junior College, Fort Scott Community Junior College and Neosho County Community Junior College had at one time considered a merger only because they thought consolidation was imminent. However, it is his opinion the idea of merger is not popular with voters in the three counties.

Mr. Foster said he is not opposed to regionalization if it would improve things. He told the Committee he supports the recommendations of the Kansas Association of Community Colleges, particularly the idea of a third board for community colleges.

Dr. James Altendorf, President of the Labette Community Junior College, said the extent of community college activity cannot be gauged by looking at the full-time enrollment. He said at Labette County Community Junior College, more than 1,000 persons are served each year in non-credit programs. In addition, others are served in Adult Education and GED programs conducted by the college.

He told the Committee extension programs of the college are mostly in Labette County and recruitment takes place only in Labette County or in counties with no community college.

Marge Geltman, a member of the Labette Community Junior College Board of Trustees, asked the Committee to consider a moratorium of ten years on closing community college facilities.

Several members of the Committee spoke against such a moratorium. One member said a moratorium might be feasible only until the first local board is elected.

Another member pointed out that, under the present system of funding, it makes no difference to the state financially how many community colleges there are since money goes out on a credit hour basis.

Dr. J. C. Sanders, President of the Neosho County Community College, pointed out that the costs per student in Southeast Kansas are not out of line with costs for other community colleges, nor is the average mill levy for the six colleges in Southeast Kansas much higher than for the rest of the state.

He said the Neosho County Board of Trustees is on record in support of the Kansas Association of Community Colleges' proposal. He said he wants coordination in postsecondary education, but not just in Southeast Kansas.

Dr. Sanders told the Committee vocational programs are offered as a part of the Neosho Community Junior College program and the college has no contracts with the Southeast Kansas AVTS. The 1974-75 vocational education mill levy for Neosho Community Junior College has 1.89.

Dr. Sanders said the college has no full-time recruiter. He said 75% of the students are from Neosho County. The next largest percentage is from Wilson and Woodson counties. He told the Committee no recruitment effort is made in areas where there is a community college within 50 miles of Chanute.

Dr. Russell Graham, President of the Coffeyville Community Junior College, said the college has no full-time recruiter, but efforts to attract students are made in an area bordered by Yates Center on the north, Wichita on the west, Oklahoma on the south, and Cherryvale on the east. He said 75% of the students come from the southern half of Montgomery County and that the college has no extension courses outside the county.

Dr. Bill Spencer, President of Allen County Community Junior College, asked if the Committee had compared the cost per student at the community colleges with the cost at the Regents Institutions.

He told the Committee Allen County Community Junior College has no full-time recruiter and that 52% of the students are from Allen County. The next highest percentage is from Anderson, Woodson and Coffey counties. A few students are from Lynn and Anderson Counties.

He said between two and four extension courses are offered in Garnett (Anderson County) each semester.

Neil Edds, President of the Independence Community Junior College, said the college has no full-time recruiter and that most efforts to attract students are made within a 50-mile radius of the college. He said 20% of the students are from Wilson County.

He told the Committee 30 classes are offered for credit off-campus.

August 19, 1975

Morning Session

Following the hearings in Chanute, the Committee met in Topeka to discuss regionalization.

Representative Maag said he believes regionalization is not politically feasible, and, more importantly, does not seem to address itself to the need for better coordination of programs. Therefore, he moved (seconded by Representative Crumbaker) that the Committee abandon the concept of regionalization insofar as it calls for (1) the dissolution of existing local boards and the creation of new regional boards, and (2) the creation of regional tax bases.

Representative Maag said other aspects of regionalization such as regional advisory groups and regional planning were excluded from his motion.

In Committee discussion, supporters of the motion pointed out that spreading the tax base to areas where there is no college did not seem fair to voters. Besides, testimony in Chanute had shown that in border counties students tend to go to school in the next state if there is no Kansas school nearby.

Representative Maag said he is not opposed to regions per se, but that creating new regional boards and levying a regional tax would not cut down on costs, reduce the number of administrators, eliminate unnecessary duplication of programs, or bring about better statewide coordination between community colleges and Regent's institutions.

Opponents of the motion said they were reluctant to make a decision that would rule out further consideration of a regional tax base or the creation of regional boards. They pointed out that a number of planning groups and task forces had recommended regionalization and that the concept should not be abandoned.

Representative Maag told the Committee no great push had been made by the community colleges to change their funding and that, since the great bulk of money for education is spent on the Regent's institutions, changing the community colleges funding would not change the total expenditure for education very much.

Senator Steineger said the present funding for community colleges had eroded the original community college concept -- the idea that the institutions are community supported by a local property tax. He said increases in state aid changed the original funding concept since state aid comes largely from sales and income taxes. He told the Committee he is opposed to giving more state

aid with no state control. He said he favors putting the community colleges under the Board of Regents and reconstituting the Board to reflect community college interests.

Other Committee members voiced support for better post-secondary planning and for increased attention to vocational education.

Senator Steineger told the Committee he wants to see the issue of community college governance faced squarely and suggested the following proposal:

1. Establish a reconstituted Board of Regents with community college representation.
2. Limit community colleges to present levy and budget restrictions then provide state funds on a program basis.
3. Provide a local option for community colleges to come under the new system and increase state aid to provide the incentive.

Representative Maag said this proposal is much like the Colorado system and asked the staff to obtain additional information about Colorado.

Senator McCray asked the staff to prepare information showing what a uniform statewide mill levy would be to support community colleges at their present level.

When the question was called on Representative Maag's motion, it carried 5 to 3.

Representative Loux moved (seconded by Representative Robertson) that the moratorium on community colleges and area vocational-technical schools be lifted. The motion failed.

#### Afternoon Session

Dr. John W. Henderson, President of Washburn University, told the Committee Washburn is one of two municipal universities in the United States.

Dr. Henderson discussed the role of Washburn and said one reason he favors offering two-year programs is that he thinks Washburn performs a junior college role for Shawnee County.

Dr. Henderson said he supports two-year programs because they fill an educational need and enable students to "step out" short of a four-year degree. He said two-year programs at Washburn generally utilize courses offered in connection with four-year programs and do not require the addition of new courses.

Dr. Henderson said vocational programs at Washburn are subject to the approval of both the Washburn Board of Trustees and the State Board of Education. He said there has been some disagreement as to what is considered "vocational" and therefore subject to State Board approval. He said he considers vocational to be that which is duplicative of offerings at Kaw AVTS.

He told the Committee Washburn presently has no programs offered in cooperation with Kaw AVTS, but he would like to institute some, particularly in the area of nursing education and secretarial training. He said the arrangement would be for Washburn to offer the basic, academic parts of the programs while Kaw would offer the practical aspects of the programs. He told the Committee part of the problem is to get faculty vocationally oriented and receptive to the idea of two-year programs.

In response to a question, Dr. Henderson said he knows of no legal barriers to Washburn becoming a state school, although there might be some problems with the endowment program and the law school.

When asked about Washburn's financial support, Dr. Henderson said the proposed budget for 1975-76 is \$6,413,000. Twenty-two percent (\$1,265,000) of the budget is aid from Topeka, 23% (\$1,641,500) is state aid (\$15.50 per credit hour for undergraduate residents and \$11 per credit hour for graduate education and law), 39% (\$2,744,000) is student tuition and fees, and the remaining 16% (\$762,490) is from endowments, educational television, athletic income, and miscellaneous. (A copy of the proposed Washburn budget for 1975-76 is available in the Research Department.)

Dr. Henderson said the University has no recruiters and has no extension programs other than educational television.

He told the Committee 80% of the students are from Shawnee County. A significant number of students transfer from community colleges. Dr. Henderson said no more than 15% of the students enrolled in the law school can be from out of state.

When asked about the future of Washburn, Dr. Henderson said he believes the University will reach a turning point in three to five years, at which time the decision must be made as to whether Washburn will become a state institution or receive increased support from Topeka and remain a municipal university.

Next Meeting

The next meeting of the Legislative Educational Planning Committee is scheduled for September 23 and 24 (Please note: This is a new meeting date.) The staff is presently contacting persons from California and Colorado to meet with the Committee and discuss postsecondary education systems in their respective states.

The meeting adjourned.

Prepared by Carolyn Rampey

Approved by Committee on:

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(date)